



# Actions and Recommendations on Human Trafficking in Delaware

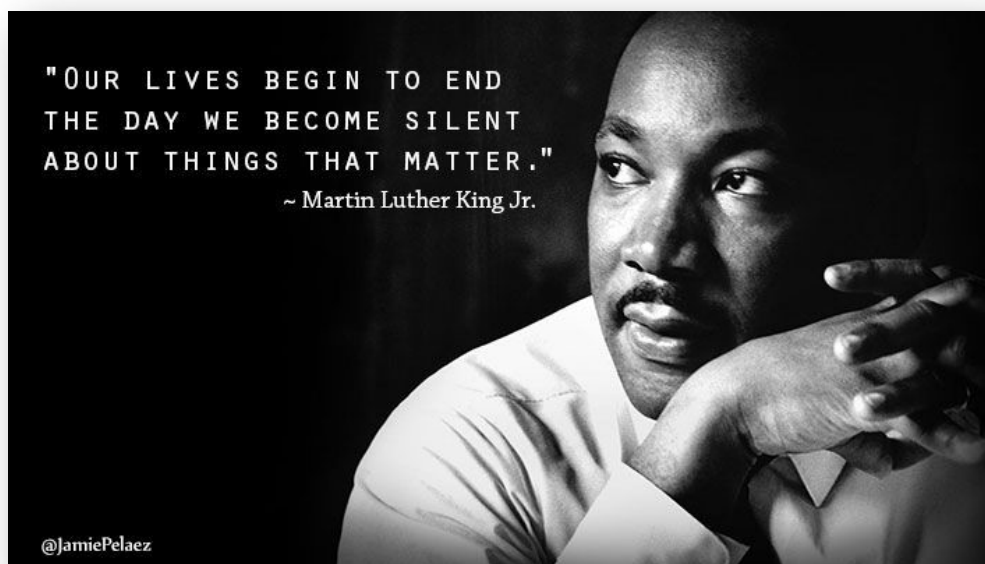
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SEPTEMBER 2020

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**Delaware Human Trafficking Interagency  
Coordinating Council**

*Education and response  
through partnership  
to combat human trafficking  
in Delaware*



*If you suspect a youth is a victim of trafficking, call the Delaware Child Abuse and Neglect Hotline*

**1-800-292-9582**

*Department of Services for Children, Youth and their Families*



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**CALL**  
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REWARD UP TO \$1000

**Hotline**  
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Links to smartphone apps, social media websites, etc. are not a substitute for 9-1-1. If you are reporting an incident that requires immediate police response, call 9-1-1.

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## Acknowledgements

The extraordinary measures taken by street-level case workers, healthcare workers, and advocates, must be applauded. The incidences of victims of trafficking looking for an exit skyrocketed during the shelter-in-place and quarantine mandates. In the face of these challenges, there are stories of success and healing for survivors in Delaware. 2020 demanded a resilience in word and deed from our strong representatives in our government and community. We thank all those listed below for their efforts to take risks, speak out against injustice, and change lives.

- ❖ Courageous survivors for speaking out and sharing their stories;
- ❖ Victim advocates and service providers for crisis support and ongoing services to victims;
- ❖ Members of the law enforcement community for demonstrating compassion and understanding in working with victims;
- ❖ Members of the General Assembly who sponsored past and current legislation; and
- ❖ Governor John Carney for continuing to champion this work.

The Council also wishes to acknowledge Judge Carl Danberg, who has recently left the Council, for his contributions to the first three year's work, and Secretary Jennifer Cohan for the leadership that supported such great progress in the Department of Transportation. We thank you for your many contributions! We warmly welcome Commissioner Mary McDonough, appointed by Chief Justice Seitz and last, but certainly not least, we welcome Julie Hammersley, founder of the Nightlight Project, as the Council's Planner in 2020.

## **Appointed Council Members**

**Chair, Cara Sawyer**, Chief-of-Staff, Division of Substance Abuse and Mental Health, Department of Health and Social Services

**Vice Chair, Honorable Jan Jurden**, President Judge, Superior Court

**Abby Rodgers**, Deputy Attorney General, Family Division  
Director, Dept. of Justice

**Annamarie McDermott**, Director of Care Management,  
Manager of Social Services, St. Francis Hospital

**Honorable Carl Danberg**, Judge, Court of Common Pleas

**Christian Kervick**, Executive Director, Criminal Justice Council

**Debra Reed**, Director of Victim Services, Delaware State  
Police

**Diane Glenn**, Victim Services Coordinator, Dover Police  
Department

**Michael Boone, Ph.D.**, Director of Industrial Affairs,  
Department of Labor

**Lisa Minutola**, Chief of Legal Services, Office of Defense  
Services

**Honorable Loretta Young**, Commissioner, Family Court

**Melissa Pennachi**, Victim Services Coordinator, Newark Police  
Department

**Randall Hughes**, Chief, Georgetown Police Department

**Trenee Parker**, Director, Division of Family Services,  
Department of Services for Children, Youth and Their Families

*And Welcoming Appointee - August 2020*

**Honorable Mary McDonough**, Commissioner, Court of  
Common Pleas

Please direct any questions about this report to Diana Suchodolski, Council Project Coordinator at  
Diana.Suchodolski@delaware.gov

For information about Delaware's response to human trafficking activity please refer to this web  
page: <https://www.dhss.delaware.gov/dhss/admin/humantrafinteragcouncil.html>

## I. Executive Summary

The Human Trafficking Interagency Coordinating Council is dedicated to fighting human trafficking by building awareness, developing strategies to strengthen services for victims and bringing traffickers to justice. One of the more challenging issues is fighting the harmful myths, such as, human trafficking does not happen here; 'not in our backyard'. It does exist here, today, in every county in the state. HTICC brings awareness to recognizing the signs of trafficking within our community, to better understand a survivor's story, to help us fight modern day slavery. By far, the most pervasive myth about human trafficking is that it always - or often - involves kidnapping or otherwise physically forcing someone into a situation. The reality of human trafficking is that most human traffickers use psychological means such as tricking, defrauding, manipulating or threatening victims into providing commercial sex or exploitative labor. Please see the most common myths and countering facts listed on Appendix M to learn more.

Developing this third annual report to summarize what accomplishments can be celebrated as well as the challenges to the work, amid a public health crisis, has been a heart wrenching reality check. The limitations to providing support and resources to our community face-to-face and responding to needs have been humbling, but the members of the Council and the community within the State of Delaware responded with creative force.

Therapists dove into virtual telehealth sessions to continue the long work of survivor recovery through mental health support, advocates drove victims to COVID testing sites to ensure access to safe shelters, volunteers created free online workshops to reach parents and build awareness about cyber safety in these unprecedented times of spikes in online activity by youth and by perpetrators. The pandemic seemed to create obstacles at every turn, but Delaware did not give up. DelDOT's legislative work was a great win for Delaware. Wilmington University's fast-tracked turn around to providing online webinars has been a wonderful success.

In terms of efforts to fight labor trafficking, the Council promotes awareness of the concepts of ethical and fair trade practices. Virtual panel events with survivors and industry experts to dispel harmful myths and conspiracy theories are planned for the fall. Thanks to the support of the Criminal Justice Council and the University of Delaware, we will soon have the data to build a picture of what trafficking looks like in Delaware. Historically, Delaware has not had a system to capture or track data related to human trafficking. This data report, to be released in the fall of 2020, is the first concerted effort to analyze human trafficking in Delaware. Being able to capture data will bring awareness, increase services, and provide a platform that lifts survivor voices. From these efforts, focused support for victims and preventative work can build.

### 2020 Highlights:

- Pivoting from in-person public awareness events to online presentations, webinars and targeted trainings;
- Establishment of emergency housing providing care specific to survivors of trafficking;
- Increased training of sex and labor trafficking awareness across varying organizations;
- Data collection and analysis to assist in improving the responses and approaches to care and prevention;
- HTICC is invited to join the Office of Victims of Crime's (OVC) sustainment strategy cohort with the Human Trafficking Capacity Building Center; and

- Formal recommendations made to develop a human trafficking task force.

Briefly, the challenges continue to be:

- Reluctance of victims to self-identify and participate in services or prosecution of traffickers;
- Lack of an established state-wide methodology to investigate and prosecute illicit massage establishments;
- Lack of political will to investigate labor trafficking in the most typical industries (especially those where women and immigrants are employed);
- Lack of funding to develop and staff specialty programs and services, including the option for high-quality residential services as needed for victims of trafficking;
- Lack of funding for dedicated Council leadership and committee activities; and
- Myths and misconceptions that can bring harm to building awareness of the realities of human trafficking.

**It can happen if you are a child, woman, or a man. As much as people know about domestic violence, human trafficking is rarely talked about. A lot of times when people think about human trafficking, they assume that we're prostitutes and willing participants but, in all actuality, we are forced into this lifestyle. As a survivor of both human trafficking and domestic violence I believe that awareness is a major key.**

- Anonymous survivor of trafficking, Delaware, August 15, 2020

What has shone through these difficult but redeeming moments is that this Council and this community will continue the fight against human trafficking in Delaware. We will continue to show up, grow from lessons learned, and put the work into practice.

Legislators have heard the pleas for action to bring traffickers to justice though no dedicated resources have yet been allocated for the most appropriate response; a task force fully dedicated to the investigation and prosecution of trafficking cases. Arrests and prosecutions occur but significant barriers remain for achieving justice for victims.

Providers continue to coordinate with organizations such as The Salvation Army and the Beau Biden Foundation to educate and train their staff. A few organizations have begun the journey of establishing trauma-informed and trafficking-informed specialized programs, but there is still a significant gap in services. This gap exists specifically in the provision of long-term, high-quality, residential care programs in Delaware that specialize in serving minor or adult victims of trafficking with evidence-based supportive services. Providers need not only trauma-informed training but trafficking informed training as well to understand the complexities of the trauma a trafficking victim experiences and provide appropriate support.



COVID proved to be one of the most difficult obstacles to achieving legislative goals for 2020. As the shelter-in-place orders loomed, we shifted our focus to bolstering legislative efforts for 2021. The intersection of the opioid crisis and trafficking is highlighted in the Federal PROTECT Act. The Federal EARN IT Act provides language for holding technology companies responsible for *Eliminating Abusive and Rampant Neglect of Interactive Technologies* within their own platforms. Research is beginning to show demand reduction as an effective strategy to deter sex buyers. Legislative endeavors support law enforcement interventions, making investigative and prosecution efforts impactful. These legislative recommendations may include the requirement of sex buyer registering as a sex offender, eliminate options to have charges dismissed, mandate severe fines, and more. Demand reduction measures protect youth who are at risk of trafficking as well as vulnerable adults.

## Recommendations

The plans reflected in this report (*see detailed committee summaries on pages 16-20*) are designed to support efforts already underway and to explicate strategies to achieve emerging objectives. The following recommendations based on the 2019-2020 Council activities are designed to sustain momentum toward the overall Council goals and to improve the Council's ability to deliver on these goals, which are summarized here:

The overarching goals of the Council can be summarized in this way:

- Improve services and supports and access to these for victims;
- Obtain or identify dedicated funding for services and supports;
- Train all personnel as well as the public to identify and report possible trafficking situations;
- Achieve sustainability and accountability for the work of preventing trafficking and supporting victims;
- Regularly inform officials and the public about accomplishments and challenges; and
- Continue to coordinate the activities of the Council with other organizations and state agencies.

Each of the Council committees continue to refine and implement their plans with a few specific progress points that deserve to be highlighted here.

**Public Awareness:** Creative force is critical to improve public awareness during a pandemic. This committee continues to function with a lack of resources to purchase and/or develop materials. This year, we can finally share the publishing of our DHSS hosted web page, as well as an Instagram, Twitter, and Facebook presence as @DEagainstHT. The timing was critical as most public awareness efforts moved online for organizations across the globe. The online presence provided a platform to share credible resources for debunking the fast moving subculture movement of sex trafficking conspiracy theories. Distributing educational materials in person has not only been hampered by COVID, but by a lack of funds to print materials forcing the committee to rely on community resources. Committee staff continue to volunteer their time in addition to fulfilling their existing employment responsibilities. Impactful social change begins with the building of public awareness. We cannot expect to make meaningful policy change and infrastructure development until these resource constraints are sustainably addressed.

**Data Collection and Analysis:** In the 2018-2019 Council year, Polaris' grade for Delaware dropped from a B to an F as a result of a change in Polaris' scoring algorithm that emphasized data collection



and legal relief for victims, despite all the progress noted in the 2019 report. In 2019-2020, the Council responded with a formalized data collection effort between the CJC, University of Delaware, and the Council, to measure the prevalence of human trafficking in Delaware. The findings of the report are anticipated in a final report to be submitted to the Council in the fall of 2020.

**Victim Services:** The committee continues to dive deep into the community to understand the resources available to survivors of trafficking. A comprehensive resource guide is in development to help providers and survivors connect with much needed support in a way that highlights each agency's capability, acknowledging the importance of individualized and specialized care.

**Juvenile Committee:** In 2019, the Juvenile Committee was tasked with implementing the activities of all the other committees in the specialty services sector for children and youth and their families. Subcommittees reflecting the goals of the larger committees were developed in 2020 to ensure the unique perspectives of our youth and families were represented. As the largest committee, the responsibility to identify and implement evidence-based practices and the most appropriate care for youth at risk for trafficking is taken very seriously.

**Training Committee:** For the committee members actively engaging organizations to take trauma-informed and trafficking-informed trainings, in-person training became an impossibility in the face of COVID restrictions. With support from DHSS, the trainers were able to shift efforts online. This was a less than ideal circumstance, especially to train on a topic as complex as trafficking and trauma, but trainers continue to empower the community and provide trainings online as much as is possible. The Department of Labor was one of the first trainings to move online and it was deemed a success. The Department of Transportation shared their online training, making it available to all state employees.

Considering the brief Committee summaries above, the Council has endorsed the following recommendations for 2020-2021:

1. Adapt the action plan to address the Council priorities more specifically by committee, that is comprehensible to the public, speaks to the various service systems' needs and challenges, and allows for measurable progress.
2. Develop a budget that will support the Council's work as described in the action plan, in consultation with the appropriate public authorities and their respective provider networks. Work with the Governor's Office and representatives of the General Assembly to establish a minimally effective level of predictable funding for the Council's work while simultaneously seeking grant funding from non-state sources.
3. Support efforts to implement evidenced-based approaches to achieve demand-reduction legislation and programming.

As this problem becomes more widely known nationally and regionally, Delaware's awareness grows simultaneously and with it the responsibility to respond. The HTICC is organized to promote and coordinate this work and will continue to do so with discipline and vigor. To optimize the effectiveness of the Council and reduce undue impact on victims, we continue to call upon all Delawareans to participate in supporting this work.

## II. Legislative Considerations for 2021

The COVID-19 challenges on legislative action for 2020 did not limit the considerations for bolstering support in 2021. The PROTECT Act, The Domestic Worker's Bill of Rights, and the EARN IT Act are currently sitting in the U.S. legislature waiting for action. If passed, they could significantly improve the lives of survivors and prevent further victimization.

### PROTECT Act

"The **Protecting Rights of Those Exploited by Coercive Trafficking (PROTECT) Act** would seek to prevent the use of drugs to facilitate human trafficking... by amending existing human trafficking law to specify that the use of drugs to cause a person to engage in a commercial sex act or forced labor would be considered a form of coercion. It also includes a provision to protect trafficking victims from prosecution." – S.2197 - 116th Congress (2019-2020)

### Domestic Workers Bill of Rights

In the Polaris report, domestic workers are highlighted as most vulnerable in labor trafficking as most domestic workers and potential employers "use informal, word-of-mouth referrals or increasingly, online channels, to promote their services and find employment. That means they likely have little verifiable information about what they are getting into when they choose to work for a particular employer." This makes them particularly vulnerable to being trafficked. - S.2112 — 116th Congress (2019-2020)

### EARN IT Act

*The Eliminating Abusive and Rampant Neglect of Interactive Technologies Act.* This bill was introduced in July 2020 to provide language for holding technology companies responsible within their own platforms. The bill also establishes a Commission – "The purpose of the Commission is to develop recommended best practices that providers of interactive computer services may choose to implement to prevent, reduce, and respond to the online sexual exploitation of children, including the enticement, grooming, sex trafficking, and sexual abuse of children and the proliferation of online child sexual abuse material." – 116th Congress, 2D Session

"We must continue to address human trafficking issues with resources designed to bring about necessary change. In 2019, with the help of my colleagues in the Delaware General Assembly, we passed legislation to further advance the mission of the Delaware Human Trafficking Interagency Coordinating Council. We must advocate for dedicated funding for services and support to strengthen options for victims seeking help and lift the voices of survivors."

**Representative Kim Williams**



## **Demand Reduction Recommendations**

In a report of the National Overview of Demand Reduction Efforts, clearly defined interventions were identified as effective strategies to deter sex buyers. Case studies and research found suggestions from law enforcement included harsher penalties and elimination of “soft” diversion options to support impactful investigative and prosecution efforts. These suggested legislative efforts may include:

- Strengthen penalties for sex buyers
- Mandate severe fines to support restorative justice and restitution
- Requirement of sex buyer to register as sex offender
- Suspension of driver’s license and auto seizures
- Reverse Stings
- Remove options to dismiss charges
- Mandate “John” school in addition to prosecution, not in lieu of

## **Setting High-Quality Standards in Residential Care for Child Sex Trafficking Victims and Children At-Risk of Being Trafficked Reform Resolution**

Recommendations resulting from findings of the 2020 qualitative study conducted by Kimberly H. Murphy, DSocSci (candidate) at Wilmington University. The study investigated how professionals in the field of human trafficking define high-quality residential care and supportive services. To participate in the study, professionals had to meet criteria of having 3 years of working experience in the field of child sex trafficking and have experience with either placing a child in residential care or working with children placed in residential care. Thirteen professionals were interviewed, and the following findings resulted from the analysis of their interviews.

- Trafficking Informed Care Training
- Trauma Informed Care Training
- Ensuring Quality Staffing
- Implementing Specific Standards for Defining Quality

(See Appendix O for the full resolution.)

These are just a sample of how legislation can impact not only system level change but social change as well.

### III. Collaborative Highlights

During the 2019-2020 Council year, discussions between various organizations provided critical insights and invaluable support to address both sex trafficking and labor trafficking.

#### Criminal Justice Council (CJC)

In 2020, funding for the addition of a Project Coordinator for the Council was applied for through a VOCA assistance grant. The support roles continue to move the committees forward in developing and implementing projects, connecting community partners, development of the annual report, and providing day to day oversight to ensure follow through on Council decisions. The roles are held by Diana Suchodolski as Project Coordinator and the position of the Planner Administrator is held by Julie Hammersley.

#### Department of Labor (DOL)

The Department of Labor and the Salvation Army worked together to organize a comprehensive labor trafficking awareness training. Amid the unforeseen demand on DOL resources during COVID-19, Dr. Michael Boone, Director of Industrial Affairs, and his team, Jay Dempsey, T’Nika Wilmore, and Jose Matias continue to participate in the Council’s efforts to identify and address labor trafficking in Delaware. ***“...we are committed to making a difference in combatting labor trafficking and look forward to making great strides beyond the limitations of these trying times.”*** - Dr. Michael Boone, Director of Industrial Affairs

#### Department of Justice (DOJ)

The DOJ works closely with both state and federal law enforcement agencies in the investigation and prosecution of human trafficking cases. The DOJ has provided training to other stakeholders on this topic and works closely with agency partners to develop a plan once a victim of human trafficking has been identified. Internally, the DOJ has a multi-division working group to coordinate the educational and investigative efforts. In addition to criminal prosecutions, civil, administrative, and criminal nuisance actions have been taken against illicit massage establishments suspected of being involved in human trafficking. In late August, the DOJ assigned Eric Zubrow, Deputy Attorney General, to assist in human trafficking investigations and prosecutions in Delaware. DAG Zubrow has experience in complex prosecutions and brings a multidisciplinary approach to this work.

## DEPARTMENT OF JUSTICE

“In 2020, we are not just confronting a worldwide pandemic; we are also continuing to battle a silent epidemic—human trafficking. The Human Trafficking Interagency Coordinating Council continues to work against the forced labor and sexual slavery of humans, particularly women and children, and their devotion to this mission and a multi-disciplinary approach to these issues are helping to make meaningful progress in Delaware. This year, the passage of Senate Bill 223 brought Delaware into compliance with the “No Human Trafficking on Our Roads Act” by creating a lifetime disqualification for a commercial driver’s license if the individual engages in human trafficking while using a motor vehicle. I am thankful that so many in Delaware, including everyday Delawareans and public and non-profit agencies, are working together to stop this silent tragedy while rehabilitating victims of it, and I applaud HTICC for its continued work.”

#### Attorney General Kathy Jennings



## **Office of Defense Services (ODS)**

ODS continues to ensure all staff are aware of the red flags that indicate suspected trafficking to identify possible victims and refer them to appropriate services. Additionally, when a trafficking victim becomes justice involved, ODS works to mitigate any arrests, prosecutions, or convictions that resulted from the human trafficking or the trauma caused therein. ODS offices have remained open during the pandemic to serve our clients' needs and intervene, when necessary, to assist clients who have been affected by human trafficking.

## **Department of Services for Children, Youth, and their Families (DSCYF)**

DSCYF remains committed to responding to juvenile exploitation and ensuring that youth receive any needed services. Juvenile exploitation is now a maltreatment type within the Division of Family Services' electronic case management system. DSCYF, in collaboration with the Office of the Investigation Coordinator, has created a process for review of data to ensure that data is accurate and validated. In CY 2019, there were 30 probable victims of trafficking. There were 13 victims in New Castle County, 9 in Kent County and 8 in Sussex County. DSCYF recognizes the importance of trafficking identification and will explore the implementation of screening tools.

## **Department of Health and Social Services (DHSS)**

The Division of Substance Abuse and Mental Health under DHSS expanded the role of Chief of Staff to include service on the Human Trafficking Interagency Coordinating Council. In this capacity, Cara Sawyer provides leadership and guidance to support the Council's initiatives and achieve goals across services, populations, and settings, both within DHSS and with other state agencies and community.

## **Department of Education (DOE)**

(Pending Update from Brian Moore) The Department of Education is committed to addressing the impacts of human trafficking on the students and families who are part of our educational system. The Department's School Climate Office developed a workshop designed to introduce educators to the signs of human trafficking in students and ways to help those students in need. This topic was added to the list of approved Non-Academic Mandatory Training courses which educators in Delaware must complete every three years to maintain their certification. The Department is working with Zoë Ministries and the Power Over Predators program to implement an accredited curriculum that meets national standards for CIPA as well as Erin's Law that raises awareness of risks of exploitation in youth.

## **Department of Transportation (DelDOT)**

DelDOT's commitment is evident in the leadership provided from Secretary Cohan to all DelDOT employees. Secretary Cohan signed the US Department of Transportation Leaders Against Human Trafficking Pledge and has mandated that every DelDOT (including DART) employee receives Human Trafficking Awareness training. DelDOT has also established a DelDOT Human Trafficking Awareness Working Group to assist in identifying, prioritizing, and implementing human trafficking awareness (HTA) initiatives. The diverse working group consists of representation from all divisions across the Department from all levels of management.

In 2020, DelDOT accomplished the following:

- Secretary Cohan signed the US DOT's Transportation Leaders Against Human Trafficking Pledge on January 28, 2020 which joins DelDOT with other industry leaders committed to employee education, raising public awareness, and measuring the collective impact.
- Submitted legislation to bring Delaware into compliance with the Federal Motor Carrier Safety Administration's "No Human Trafficking on our Roads Act" by creating a lifetime disqualification for a commercial driver's license if the individual engages in human trafficking while using a motor vehicle. Senate Bill 223 was signed into law by Governor Carney on July 16, 2020.
- Created and implemented a mandatory Human Trafficking Awareness training through the Delaware Learning Center for all staff including DART. As of August 6th, 2,725 employees (84% of all DelDOT staff) had received the training.
- Created a DelDOT Human Trafficking Working Group with representatives throughout the Department to identify and prioritize initiatives to combat human trafficking.
- In partnership with the Truckers Against Trafficking (TAT), DelDOT Division of Motor Vehicles gives every driver who is pursuing or renewing a commercial driver's license (CDL) human trafficking awareness wallet cards and window clings.

### **Region 3 Federal Inter-Agency Anti-trafficking Task Force**

The Council has developed a collaborative working relationship with the federal task force over the last year. We are grateful to the many members from the task force that also sit on HTICC committees, including Kim Murphy, Patricia Danner, Christina Crooks Bryan, Annamarie McDermott, Susan Alfree, Elisa Lehman, and Diana Suchodolski. Committee members of the Council have been actively involved in the planning of the first Region Summit, scheduled for February 2021. The development of the relationship between partners at the state and federal level is critical. The Delaware anti-trafficking community is well represented among the 2021 Summit speakers, poised to accommodate up to 1000 participants.

## IV. Committees

In 2020, the committees focused on meeting the Council goals by coordinating efforts agencies. These committee reports briefly summarize each committees' accomplishments, challenges, and options explored to fulfill their missions.

### Committees and Chairs

**Training Committee:** Annamarie McDermott, MSW, St Francis Hospital Director Care Management - Co-Chair and Andrew Wilson, Training and Education, Division of Substance Abuse and Mental Health - Co-Chair

**Public Awareness/Prevention Committee:** Diane Glenn, Victim Services Coordinator, Co-Chair, Dover Police Department and Johanna Bishop, Ed.D., CPT, Wilmington University - Co-Chair

**Victim Services Committee:** Melissa Pennachi, Victim Services Coordinator, Newark Police Department – Chair

**Data Collection and Analysis Committee:** Christian Kervick, Criminal Justice Council, Executive Director - Chair

**Juvenile Committee:** Carrie Hyla, Social Services Senior Administrator, Division of Youth Rehabilitative Services - Co-Chair and Jennifer Perry, Case Review Specialist, Office of the Investigation Coordinator - Co-Chair

(Full roster of Committee Members referenced in Appendix C)



# Human Trafficking Interagency Coordinating Council

## TRAINING COMMITTEE



### LEGISLATIVE CHARGE

- **Coordinate training on human trafficking prevention and victim services for state and local employees who may have recurring contact with victims or perpetrators.**

### HIGHLIGHTS

*On June 30, a Labor Trafficking Awareness training was held with team members of the Department of Labor. During this virtual session, among other topics, we discussed the employment sectors where human trafficking is most prominent in Delaware. The DOL team was eager to learn more about how they could help businesses become more aware and accountable for ending human trafficking in the first state. "We are committed to making a difference in combatting labor trafficking"*

Dr. Michael Boone, Director of Industrial Affairs, Delaware Department of Labor



- Human trafficking awareness training specific to labor trafficking has been added to the available trainings for various organizations. The Salvation Army and DelDOT collaborated in the development.
- DHA continues to advance a common human trafficking response protocol for all general hospitals across the state
- Training collaboration with the Division of Substance Abuse and Mental Health is set to begin this fall

### NEXT STEPS



- Provide resource database of available trainings on human trafficking, generally and for specific employee groups, to be available on the HTICC Training web page.



- The Juvenile Training Subcommittee's awareness training is set to begin for multiple departments virtually.
- The Salvation Army continues to provide training on victim services to address specialized training needs virtually and in person



- Develop protocols for initial and on-going trainings on human trafficking awareness and victim services for state and local employees
- Develop a state training institute to efficiently manage all training resources on prevention, identification, and provision of victim services

# Human Trafficking Interagency Coordinating Council

## PUBLIC AWARENESS & PREVENTION COMMITTEE



### LEGISLATIVE CHARGE

Promote public awareness about human trafficking, victim remedies and services, and human trafficking prevention. Create a public awareness sign that contains the state and National Human Trafficking Resource Center hotline information.

### HIGHLIGHTS

- Human Trafficking Awareness Month in January:
  - “Wear Blue to Work” Day campaign
  - Governor John Carney’s proclamation of Human Trafficking Awareness Month
  - iHeart Radio’s Community Spotlight program
- Events Highlights
  - RISE UP 5k Walk
  - Parents Cyber Safety Workshop
  - Policy Advocate and Survivor Melanie Thompson discuss harms of myths and changing policy to support justice involved youth at risk for trafficking
  - HTICC Joins DSCYF in “Mental Health Chats”

"According to the 2016 National Survivor Network survey, many survivors who did not go through the criminal record relief process either did not know about pathways for relief, or, if they knew they existed, did not know how to start the process. Allocating resources for targeted outreach and awareness campaigns — for example, outreach to local legal and social service providers, to community-based organizations and to government agencies working on criminal record relief — would help ensure the legislation is effective." - Polaris Project, Why Public Awareness is Critical to Serving Survivors

- HTICC website and social media presence established, Follow Us on Instagram, Twitter, and Facebook

@DEagainstHT



### NEXT STEPS



- Identify sustainable resources and funding to provide materials for participating in community events and offering presentations



- Host Public Forums, target at-risk populations

- Build resources on HTICC website for the purpose of public awareness and resource sharing



- Engage with multiple agencies that provide public awareness materials, to address the delay in obtaining free public awareness materials from the federal Blue Campaign



# Human Trafficking Interagency Coordinating Council

## VICTIM SERVICES COMMITTEE



### LEGISLATIVE CHARGE

Develop a comprehensive plan to provide victims of human trafficking with services.

### HIGHLIGHTS

- Developed in depth questionnaire to help identify service providers and types of support available as they relate to the needs of survivors of trafficking
- Juvenile HTICC subcommittee is coordinating use of questionnaire with youth specific questions
- First emergency shelter specific to survivors of trafficking established in Delaware by the Salvation Army

"We might interact with a victim in a situation where they are not identifying themselves as a trafficking victim; maybe we are working with the person as a runaway; or maybe the person is listed as a victim in a domestic violence case, but isn't comfortable relaying being sold for sex. It can take time and multiple interactions with victims to build rapport and gain their trust for them to disclose any of the abuse that has occurred. It is difficult to capture the data, but with the continuing work and training around trafficking we will be better able to identify and respond to victims."

**Melissa Pennachi**, Victim Services Specialist, Newark Police Department, , HTICC Victim Service Committee Chair

### NEXT STEPS



- Build resource reference of services for the larger community
- Identify gaps in services and what is needed, especially emergent needs



- Collaborate to identify funding sources and grants to communicate to agencies working to expand or develop HT services, and work as a clearinghouse to disseminate that information



- Establish services or collaborate with agencies who have services or are establishing services to help with assessment and guidance

- Continue to identify and distribute information about services to allied professionals and larger community



- Have ongoing roundtable events with service providers to discuss concerns, issues, and best practices for serving human trafficking victims and survivors

# Human Trafficking Interagency Coordinating Council

## DATA COLLECTION AND ANALYSIS COMMITTEE



### LEGISLATIVE CHARGE



Collect and evaluate data on human trafficking in Delaware.

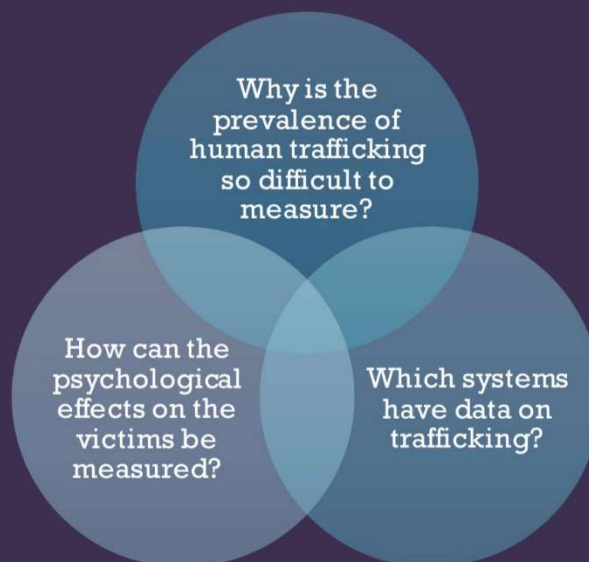
### EXPLORING DATA COLLECTION IN DELAWARE

### HIGHLIGHTS

- Collaboration with the UD Center for Drug and Alcohol Studies and the CJC was integral to provide a report on the prevalence of human trafficking in Delaware



- Coordinated with the Department of Services for Children, Youth and their Families to identify intersections of reporting through the DYRS hotline and Delaware Law Enforcement



### NEXT STEPS



- Identify existing data sources, processes and mechanisms of collection of human trafficking data

- Create focus group to begin connecting with agencies, jurisdictions, faith-based groups, non-profits etc. that are providing services to suspected and identified victims of human trafficking

- Describe how human trafficking data is being captured



- Develop a comprehensive cross-discipline human trafficking data collection tool

- Create timely reporting procedures and analysis techniques using the tool in order to continually inform decision makers



- Explore CDC code utilization to provide data to assist in possible identification of additional trafficking cases within the medical settings



# Human Trafficking Interagency Coordinating Council

## JUVENILE COMMITTEE



### LEGISLATIVE CHARGE

No specific legislative charge; The Council convened the Juvenile Committee to ensure Delaware's response to youth who may be victims of trafficking continues to focus on access to appropriate resources and educational opportunities within a specialized system of care.

*If you suspect a youth is a victim of trafficking, call the Delaware Child Abuse and Neglect Hotline*

**1-800-292-9582**

*Department of Services for Children, Youth and their Families*



### HIGHLIGHTS

- Power Over Predators is recommended to the Department of Education as a prevention program
- Intensive data collection efforts provide accurate data for analysis and trend observations
- Training is provided for all staff of DSCYF and will be modifiable to various audiences working with youth outside of DSCYF

### NEXT STEPS



- Coordinate with the HTICC Training Committee to provide training on how to best interview suspected youth victims
- Strengthen training and increase opportunities for foster parents to receive training on identifying youth victims of trafficking
- Explore ways to expand the array of in-state services for victims to include a search of best practices for trauma-informed services for post-residential treatment
- Continue to change the language around how victims are described (i.e. refer to victims as being "exploited" and not "trafficked")
- Review current juvenile data collection processes and compare data with all juvenile data collection agencies. Ensure language and definitions regarding data are consistent across agencies. Once data is clean, review for identification of trends
- Work on developing an awareness program for at-risk youth served in facilities within DSYCF. The Committee will look at existing resources to see if an appropriate program currently exists
- Make training available to other systems on identifying signs of trafficking in juveniles

## V. Community Partners and Stakeholders

Contained in this annual report to the Governor is a summary of the work that has been accomplished by some of the members associated with the Public Awareness & Prevention Committee. Their individual efforts and efforts combined with various agencies/organizations was integral to the HTICC's efforts to inform and increase awareness on labor and sex trafficking throughout our great state.

### The Salvation Army – Restoration Now

In 2020, the Salvation Army enhanced their emergency shelter in Delaware to provide long-term case management specific to human trafficking. The vision of RESTORATION NOW is to continue to build awareness of the Human Trafficking epidemic through outreach, training, and community partnerships and to provide emergency shelter and trauma informed case management care to the women we serve. Our role is to be part of the restoration process as we walk alongside survivors in their journey to heal and rebuild their lives. For more information and referrals or to schedule a training, contact Lauren Arnold at 302-472-0743 or [Lauren.Arnold@use.salvationarmy.org](mailto:Lauren.Arnold@use.salvationarmy.org)

### Community Legal Aid Society, Inc.

CLASI is a non-profit that assists survivors of human trafficking in obtaining crime victim compensation, lawful immigration status and work authorization, and expungement of victimization-related criminal records. CLASI's free and confidential legal services allow survivors to attain stability, safety, and independence subsequent to their human trafficking victimization.

CLASI also conducts outreach and education with potential survivors and community partners about trafficking and the legal services CLASI can provide to survivors. In addition, CLASI Staff Attorney Kelly Head contributed to the passage of HB 102 and SB 60 by the Delaware General Assembly in 2019. These bills expand the availability of expungement for trafficking survivors and ensure that no child is criminally charged with prostitution.

### Meet me at the Well Foundation

In February, Meet Me at the Well hosted a public awareness conference for Human Trafficking Awareness with a panel of regional leaders that answered critical questions about the issue of human trafficking in Delaware. Public awareness trainings were provided to various organizations The Resurrection Center and Victory Church. The Well received a modest PayPal grant in 2020 to provide outreach services to vulnerable women at risk for exploitation. The organization continues to support survivors of trafficking through all facets of health and wellness and provide awareness and training in key events.

### Zoë Ministries

As an organization serving the state of Delaware, Zoë employs two equine programs, including EAGALA clinical psychotherapy for sex trafficking survivors, and an equine mentorship program for any teen with a trauma history (Crystal Peaks model). The 8-week mentorship program pairs a

healthy adult and a horse with a teen for the purpose of healthy relationship building as well as teaching the teen about trafficking as preventive education. Another program offered is “Power Over Predators”, which is preventive education for middle and high schools. This curriculum covers sextortion, cyber bullying, CIPA, trafficking, and healthy relationships. Zoë continues to bring trafficking awareness presentations to churches and communities throughout the state of Delaware. Zoë has purchased a property for a residential treatment for female teens (ages 12-17) who are survivors of trafficking. The target for the opening of this treatment home will be summer of 2021.



## Appendices

### Appendix A. Polaris Red Flags – Recognize the Signs

**Source:** <https://polarisproject.org/human-trafficking/recognize-signs>

**Are you or someone you know being trafficked? Is human trafficking happening in your community? Recognizing potential red flags and knowing the indicators of human trafficking is a key step in identifying more victims and helping them find the assistance they need.**

**To request help or report suspected human trafficking, call the National Human Trafficking Hotline at 1-888-373-7888. Or text HELP to: BeFree (233733).**

**This list is not exhaustive and represents only a selection of possible indicators. Also, the red flags in this list may not be present in all trafficking cases and are not cumulative. Learn more at [www.humantraffickinghotline.org](http://www.humantraffickinghotline.org).**

**Common Work and Living Conditions:** The individual(s) in question

- Is not free to leave or come and go as he/she wishes
- Is under 18 and is providing commercial sex acts
- Is in the commercial sex industry and has a pimp / manager
- Is unpaid, paid very little, or paid only through tips
- Works excessively long and/or unusual hours
- Is not allowed breaks or suffers under unusual restrictions at work
- Owes a large debt and is unable to pay it off
- Was recruited through false promises concerning the nature and conditions of his/her work
- High security measures exist in the work and/or living locations (e.g. opaque windows, boarded up windows, bars on windows, barbed wire, security cameras, etc.)

**Poor Mental Health or Abnormal Behavior**

- Is fearful, anxious, depressed, submissive, tense, or nervous/paranoid
- Exhibits unusually fearful or anxious behavior after bringing up law enforcement
- Avoids eye contact

**Poor Physical Health**

- Lacks health care
- Appears malnourished
- Shows signs of physical and/or sexual abuse, physical restraint, confinement, or torture

**Lack of Control**

- Has few or no personal possessions
- Is not in control of his/her own money, no financial records, or bank account
- Is not in control of his/her own identification documents (ID or passport)
- Is not allowed or able to speak for themselves (a third party may insist on being present and/or translating)

**Other**

- Claims of just visiting and inability to clarify where he/she is staying/address
- Lack of knowledge of whereabouts and/or do not know what city he/she is in
- Loss of sense of time
- Has numerous inconsistencies in his/her story

## Appendix B. National Institute of Justice Research Shows Current Data Underestimates Human Trafficking Crimes



### Department of Justice

Office of Justice Programs



\*\*\*\*\*PUBLICATION ADVISORY\*\*\*\*\*

#### **NATIONAL INSTITUTE OF JUSTICE RESEARCH SHOWS CURRENT DATA UNDERESTIMATES HUMAN TRAFFICKING CRIMES**

WASHINGTON – The Office of Justice Programs’ National Institute of Justice today released an article focusing on recent NIJ-supported research that shows that current labor and sex trafficking data may undercount human trafficking crimes and victims in the United States. Available data derive from the FBI’s Uniform Crime Reporting (UCR) Program, which is based exclusively on human trafficking incidents reported by law enforcement agencies. Cases not reported to or identified by law enforcement, often because victims are reluctant to come forward, are not captured in the UCR figures.

The article details the findings of a study that examined how accurately the reporting of human trafficking crimes reflects the true incidence of crime in a community. The article further explores the causes for lack of data, specifically those regarding victim and crime incidence reporting, and potential solutions.

“Human trafficking does untold harm to countless victims, yet we still do not fully grasp how widely and extensively it reaches into our society,” said NIJ Director David Muhlhausen. “This report sheds light on a stubborn and glaring deficiency of knowledge and will help lead us to a better understanding of a major public safety and human rights issue.”

Research shows that no single method will accurately estimate both sex and labor trafficking. In his January 31 [Executive Order](#) on Combating Human Trafficking and Online Exploitation in the United States, President Trump directed the Attorney General and other cabinet heads to work toward improving the measurement of human trafficking prevalence. Through its research funding, NIJ is making substantial investments in understanding the prevalence of human trafficking, funding several targeted studies.

Last year, NIJ awarded more than \$2 million to five research organizations under the Research and Evaluation on Trafficking in Persons Program, which funds research and evaluation projects that help federal, state, local and tribal criminal justice agencies and victim service providers respond to the challenges posed by human trafficking in their jurisdictions.

**TITLE:** *Gaps in Reporting Human Trafficking Incidents Result in Significant Undercounting*  
**AUTHOR:** National Institute of Justice  
**WHERE:** <https://nij.ojp.gov/topics/articles/gaps-reporting-human-trafficking-incidents-result-significant-undercounting>

## **Appendix C. Committee Members**

### Training Committee Members

Annamarie McDermott, MSW, St Francis Hospital Director Care Management – Chair  
Andrew Wilson, Training Administrative Support, DSAMH  
Johanna P. Bishop, Ed.D., CPT, Director Behavioral Science, Wilmington University  
Cecilia Ahanonu, PA-C, Nemours/Al Dupont  
Barbara Allsopp, Dover Aglow International, President  
Judge Carl Danberg, Delaware Court of Common Pleas  
Patricia Danner, US Department Health and Human Services  
Debbie Litten, YWCA Delaware, New Castle Coordinator  
Maria Martinez, RN, Beebe Healthcare, Zoë Ministries  
Diane Glenn, Victim Services Coordinator, City of Dover  
Corrie Schmitt, Delaware State Police Victim Services

### Public Awareness / Prevention Committee Members

Diane Glenn, Victim Services Coordinator, Dover Police Department, Committee Co-Chair  
Dr. Johanna Bishop, Professor in Wilmington University, Committee Co-Chair  
Erin Connelly, Victim Services, Department of Correction  
Katherine Gianonne, Department of Children, Youth for Family Services  
Kelly Head, Fellow, Community Legal Aid Society, Inc.  
Monica Shockley-Porter, Dover Behavioral Health System  
Kimberly Murphy, Child Welfare Program Specialist, HHS/ACF/Children's Bureau, Region 3  
Kimberly Williams, State Representative, 19th District, Delaware General Assembly

### Victim Services Committee Members

Melissa Pennachi, Victim Services Coordinator, Newark Police Department – Chair  
Amanda Alcaraz, Trainer/Educator, Domestic Violence Coordinating Council  
Susan Alfree, Delaware Victim Services, U.S. Attorney's Office  
Debra Reed, Director of Victim Services, Delaware State Police  
Nancy Will, Victim Services, Delaware State Police  
Aimee String, Criminal Justice Planner, Domestic Violence Coordinating Council  
Lauren Arnold, Program Director, The Salvation Army  
Tammy Holland, LACMH, CCTP, Zoë Ministries

### Data Collection and Analysis Committee Members

Christian Kervick, Executive Director, Criminal Justice Council – Chair  
Spencer Price, Director, Statistical Analysis Center  
Earl McCloskey, Executive Director, DELJIS  
Joanna Champney, Chief of Planning, Department of Corrections  
Tanya Whittle, Planning and Research, Administrative Office of the Courts  
Dan O'Connell, Senior Scientist, University of Delaware  
Trenée Parker, Department of Services for Children, Youth and Their Families

Susan Alfree, Victim Services, U.S. Attorney's Office, Delaware  
Maureen Monagle, Executive Director, Domestic Violence Coordinating Council  
Johanna Bishop, Wilmington University  
Randall Hughes, Chief, Georgetown Police Department

Juvenile Committee Members

Carrie Hyla, Department of Services for Children, Youth and Their Families - Co-Chair  
Jennifer Perry, Department of Services for Children, Youth and Their Families - Co-Chair  
Trenae Parker, Director, Department of Services for Children, Youth and Their Families  
Lauren Arnold, Salvation Army  
Sarah Azevedo, Department of Services for Children, Youth and Their Families  
Renee Birney, Department of Services for Children, Youth and Their Families  
Ryan Brabson, Department of Services for Children, Youth and Their Families  
Shana Cipparone, Office of the Child Advocate  
Bernadette Clagg, Nemours  
Nelson Collins III, Federal Bureau of Investigation  
Jennifer Cooper, Nemours  
Sophia Cywinski, Department of Services for Children, Youth and Their Families  
Periann Doko, Department of Justice  
Tina Fountain, Department of Services for Children, Youth and Their Families  
Tracey Frazier, Department of Services for Children, Youth and Their Families  
Brie Gannon, Criminal Justice Council  
Katherine Giannone, Department of Services for Children, Youth and Their Families  
Julie Hammersley, Department of Health and Social Services  
Ron Handy, Boys and Girls Club of DE  
Olivia Hearne, Department of Services for Children, Youth and Their Families  
Andrea Johnson, Department of Justice  
Tanya Johnson, Pressley Ridge  
Elisa Lehman, Federal Bureau of Investigation  
Anthony Longo, Department of Justice  
Lisa Minutola, Office of Defense Services  
Brian Moore, Department of Education  
Susan Murray, Department of Services for Children, Youth and Their Families  
Rachael Neff, Family Court  
Melissa Palokas, Office of the Child Advocate  
Trinette Redinger Ramsey, Department of Services for Children, Youth and Their Families  
Abigail Rogers, Department of Justice  
Joshua Rowley, Delaware State Police  
JoAnn Santangelo, Family Court  
Yolanda Schlabach, Zoë Ministries  
Syreeta Scott, Department of Services for Children, Youth and Their Families  
Natasha Simms, Department of Services for Children, Youth and Their Families

Alice Stevens, Holistic Elevation

Sharon Stevens, Zoë Ministries

Diana Suchodolski, Department of Health and Social Services

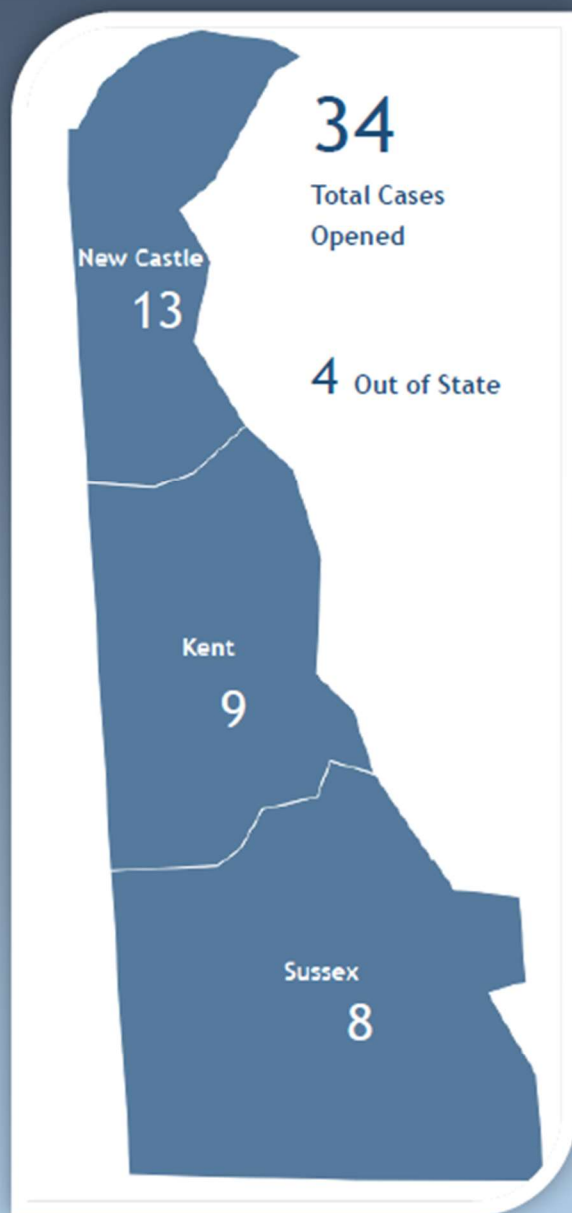
Sarah Wood, Department of Services for Children, Youth and Their Families

Colleen Woodall, Department of Services for Children, Youth and Their Families

Michele Yingling, Department of Services for Children, Youth and Their Families

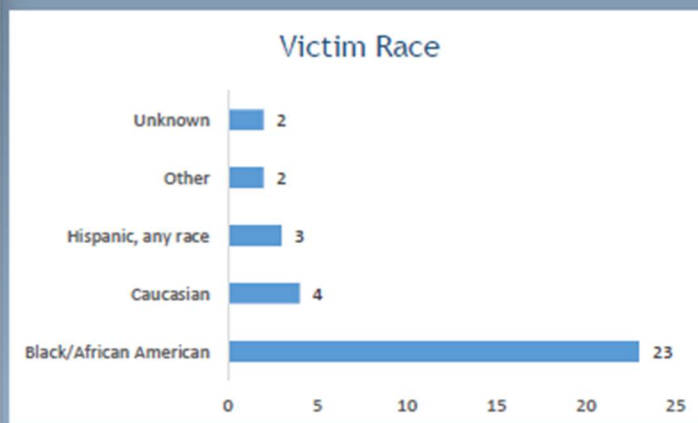
Loretta Young, Commissioner, Family Court

## Delaware Juvenile Trafficking Report



Screened in: 23  
Screened out: 11

Intrafamilial: 10  
Extrafamilial: 24

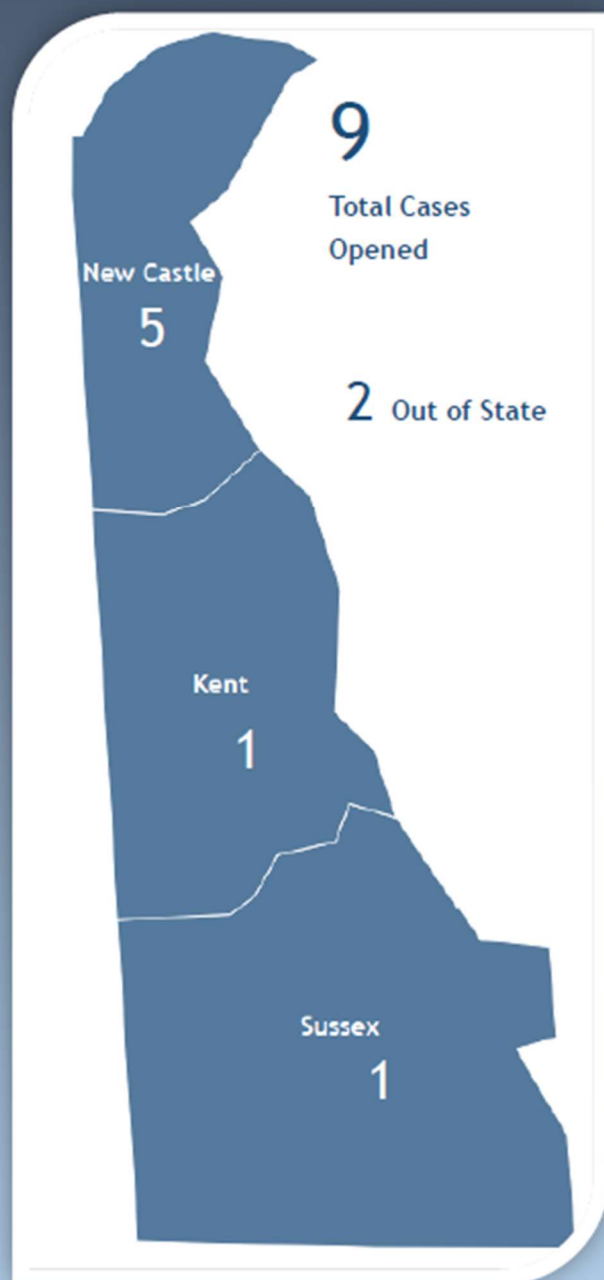


Victim Age Range: 11-18  
Victim Average Age: 16

Male: 2 (6%)  
Female: 32 (94%)

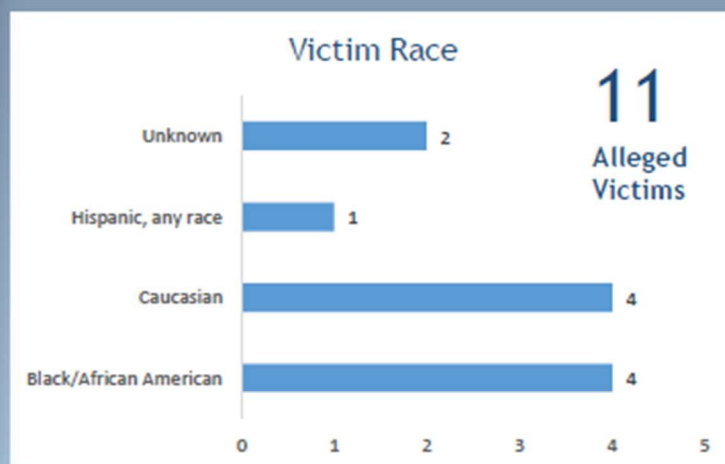
2019

# Delaware Juvenile Trafficking Report



Screened in: **7**  
Screened out: **2**

Intrafamilial: **5**  
Extrafamilial: **4**



Victim Age Range: **8-17**  
Victim Average Age: **15**

Male: 1 (9%)  
Female: 10 (91%)

January-March 2020





SPONSOR: Sen. Hansen & Rep. Osienski & Rep. Heffernan &  
Rep. K. Williams & Sens. Cloutier, Delcollo, Hocker,  
Lawson, Paradee, Pettyjohn, Richardson, Sokola,  
Wilson' Reps Baumbach, Bolden, Grady, Griffith,  
Jaques, Seigfried, Smyk, Viola, Yearick

DELAWARE STATE SENATE  
150th GENERAL ASSEMBLY

SENATE BILL NO. 223

AN ACT TO AMEND TITLE 21 OF THE DELAWARE CODE RELATING TO  
DISQUALIFICATION FROM DRIVING A COMMERCIAL MOTOR VEHICLE.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF DELAWARE:

- 1 Section 1. Amend § 2603, Title 21 of the Delaware Code by making deletions as shown by  
2 strike through and  
3 insertions as shown by underline as follows:  
4 § 2603. Definitions.  
5 Notwithstanding any other provision of this title, the following definitions apply to this  
6 chapter:  
7 ( ) “Human trafficking” means as “human trafficking” is defined in § 787 of Title 11.  
8 Section 2. Amend § 2612, Title 21 of the Delaware Code by making deletions as shown by  
9 strike through and  
10 insertions as shown by underline as follows:  
11 § 2612. Disqualification and cancellation.  
12 (d) A person is disqualified from driving a commercial motor vehicle for life who uses a motor  
13 vehicle in as  
14 follows:  
15 (1) In the commission of any felony involving the manufacture, distribution, or dispensing of  
16 a controlled  
17 substance or possession with intent to manufacture, distribute, or dispense a controlled  
18 substance.  
19 (2) In the commission of a felony involving human trafficking.

#### SYNOPSIS

This Act brings Delaware into compliance with the federal No Human Trafficking on Our Roads Act by creating a lifetime disqualification for a commercial diver license if the individual engages in human trafficking while using a motor vehicle.

This Act also makes technical corrections to conform existing law to the standards of the Delaware Legislative Drafting Manual.

Author: Senator Hansen

Page 1 of 1

LC : DIG : CM

Released: 03/19/2020 11:20

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Governor John Carney has signed [Senate Bill 223](#) into law, bringing Delaware into compliance with the Federal Motor Carrier Safety Administration's "[No Human Trafficking on Our Roads Act](#)" by creating a lifetime disqualification for a commercial driver's license if the individual engages in human trafficking while using a motor vehicle.

Human trafficking activities have often been facilitated using commercial trucks or buses. The commercial motor vehicle industry is uniquely positioned to assist in the fight against human trafficking, by detecting and reporting this abhorrent crime. By enforcing a lifetime ban on any commercial motor vehicle driver convicted of human trafficking, this bill will send a strong message and deterrent regarding this behavior.

"Sadly, human trafficking is real and can happen in any community," **said Governor John Carney**. "It's our responsibility to continue to bring it out of the shadows and take action to stop this horrible crime. Thank you to the members of the General Assembly for their unanimous support of this important legislation."

**State Senator Stephanie L. Hansen**, the lead Senate sponsor of the bill said, "My colleagues and I in the Delaware General Assembly are committed to the fight against human trafficking and bringing to justice those who profit from the misery and enslavement of others. Senate Bill 223 gives our state yet another tool for combating this vile practice on our roadways and in our communities. I commend DelDOT Secretary Jennifer Cohan for bringing this legislation to my attention and Governor John Carney for signing it into law."

"Human trafficking is a reprehensible practice that needs to be eliminated from our society. We need to use every tool at our discretion to combat it," **said Rep. Ed Osienki**, the lead House sponsor of SB 223. "By establishing a lifetime ban for commercial drivers who engage in human trafficking, we are sending a clear message that Delaware won't tolerate this activity in our state. While I'm frustrated that such a law is necessary, I'm grateful that we are taking decisive action."

**Secretary of Transportation Jennifer Cohan added**, "More than 11,000 cases of human trafficking were reported in the United States in 2019, and the number of cases not reported is surely higher. DelDOT is committed to the national effort to eradicate human trafficking and imposing severe penalties on those who participate in the exploitation of another person, period."

Earlier this year, DelDOT also joined the U.S. Department of Transportation's [Transportation Leaders Against Human Trafficking \(TLAHT\)](#), an initiative comprised of nearly 500 transportation and travel

industry stakeholders working jointly to maximize their collective impact in combating human trafficking. To date, TLAHT has engaged with hundreds of organizations from across the transportation industry.

If you believe you may have information about a human trafficking situation, call the National Human Trafficking Hotline toll-free at 1-888-373-7888, text “BeFree” to 233733 or click on “live chat” at [humantraffickinghotline.org](https://humantraffickinghotline.org).

[https://news.delaware.gov/2020/07/21/lifetime-cdl-ban-for-human-trafficking-conviction-signed-into-laww/](https://news.delaware.gov/2020/07/21/lifetime-cdl-ban-for-human-trafficking-conviction-signed-into-law/)

## **Appendix G. Abstract: Defining High Quality Residential Care and Supportive Services for Child Victims of Sex Trafficking and Children At-Risk of Being Trafficked**

Dissertation Title: Defining High-Quality Residential Care and Supportive Services for Child Victims of Sex Trafficking and Children At-Risk of Being Trafficked

Author: Kimberly L. H. Murphy, DSocSci (candidate)

Prevention Science Committee Dissertation Chair: Dr. Rebecca Ghabour

Prevention Science Dissertation Committee Member: Dr. Julius Mullen

The Family First Prevention and Services Act (FFPSA) provides a pathway for state child welfare agencies to maintain federal funding for residential care providers if they are providing high-quality residential care and supportive services to child victims of sex trafficking and those children who are at high-risk of being trafficked. The provision of high quality residential care and supportive services to youth that are at high-risk of being trafficked can prevent an initial occurrence or a reoccurrence of child sex trafficking. Neither FFPSA, nor federal government guidance, define high-quality residential and supportive services, thus leaving it up to state child welfare agencies to define this for their own providers. Not having an agreed upon definition could lead to a broad range of definitions that do not meet the intent of the FFPSA. This qualitative study with a phenomenology approach will investigate how professionals in the field of human trafficking define high-quality residential care and supportive services. A literature review was conducted to inform development of the questions used to interview study participants. Interview questions focused on three subjects including common risk factors for child victimization, and what constitutes high quality residential care and support services. Purposive and snowball sampling methods were utilized to identify participants, starting with members of the Region 3 Federal Inter-Agency Anti-Trafficking Task Force. Themes emerged from the data analysis of insights provided by the thirteen professionals who were interviewed. Findings include these insights which result in best practice recommendations for the child welfare field to use as their standard for establishing policies and procedures regarding what defines high-quality residential care and supportive services for child sex trafficking victims and children and risk of being trafficked.

Keywords: domestic child sex trafficking, adverse childhood experiences, residential care, foster care, Family First Prevention and Service Act

## Appendix H. HTICC Recognition on Research, Innovation, and Humanity Day



### Shifting Perspectives in Human Trafficking to Save Lives

Diana Suchodolski, DSAMH Project Coordinator, [diana.Suchodolski@Delaware.gov](mailto:diana.Suchodolski@Delaware.gov)



#### HTICC

The Delaware Human Trafficking Interagency Coordinating Council (HTICC) is made up of partnerships between leaders in the social services community, Cara Sawyer and Andrew Wilson; from the judicial community, Honorable Judge Jurden and Judge Danberg, Christian Kervick, Abigail Layton, and Lisa Minutola; the victim services community – Melissa Pennachi, Deb Reed, and Diane Glen; from the law enforcement community, Chief Hughes; from the healthcare community, Annamarie McDermott; and leadership from youth and family services, Trenee Parker.

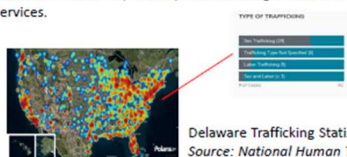


#### Challenges In Responding to Trafficking

Frequently misunderstood 'hot topic'

- Is it human smuggling?
- Can minors be arrested for solicitation?

Human trafficking is ultimately the exploitation of a person for sex or labor servitude and it is occurring in Delaware. HTICC has worked to bring much needed support and clarity to this issue in Delaware through legislation, public awareness initiatives, and improved training and victims services.



#### Behind the Scenes

The committees work through challenges and explore options bringing diverse experiences and perspectives.

Training - Chair Annamarie McDermott and Andrew Wilson  
Public Awareness and Prevention – Chair Diane Glenn  
Victim Services - Chair Melissa Pennachi  
Data Collection and Analysis –  
Chair Christian Kervick and Spence Price  
Juvenile - Chair Trenee Parker and Carrie Hyla



Thanks to the efforts of multiple Delaware law enforcement divisions, law enforcement training throughout the state has begun to shift the perspective from incarceration to support. Officers are trained to recognize signs of trafficking and provide victim support services and exit opportunities.



#### Inform To Change!

The intersections of sex and labor trafficking with substance abuse, intimate partner violence, and complex trauma require a multiple system collaboration to understand and respond appropriately to human trafficking in Delaware. The Data Committee and University of Delaware are working together to support a data collection and trend analysis project. This research effort will empower critical next steps needed to inform that will change the lives of victims of human trafficking and their families and implement education programs to increase awareness and minimize risk of exploitation.



#### Acknowledgements

Thank you to the committee volunteers for significant increases in public awareness through presentations, public events and targeted trainings; A heartfelt thank you to Representative Kim Williams for heralding legislation to protect and assist victims; The Delaware Healthcare Association for the effort of adopting of a standard protocol, the first in the nation to do so; The CJC for grant; and the full Council for continuing to seek innovative initiatives.



The Human Trafficking Interagency Coordinating Council's approach was highlighted in Secretary Dr. Walker's Research, Innovation and Humanity Day. "Shifting Perspectives in Human Trafficking to Save Lives" was presented to the panel by Cara Sawyer and Diana Suchodolski and took third place in Research.

Resource:

[https://libapps.s3.amazonaws.com/accounts/150590/images/03\\_RESEARCH\\_-\\_Shifting\\_Perspectives\\_in\\_Human\\_Trafficking\\_to\\_Save\\_Lives.jpg](https://libapps.s3.amazonaws.com/accounts/150590/images/03_RESEARCH_-_Shifting_Perspectives_in_Human_Trafficking_to_Save_Lives.jpg)

## Appendix I. Recommended Reading and Supporting Resources

A compendium of human trafficking news articles and arrests in the State of Delaware

### **Nearly \$7 million in civil penalties secured against criminal enterprises involving human trafficking**

Department of Justice | Department of Justice Press Releases | News | Date Posted: Friday, May 8, 2020

A group of Superior Court judgments issued on April 22 impose a total of \$6.79 million in civil penalties against a Middletown pawn shop and its operators for violations of Delaware's racketeering statute. The Department of Justice's Civil Division secured the judgment as the outcome of a 2017 civil racketeering complaint filed against Gold Fever Pawn Shop on Broad Street in Middletown.

In August 2016, following an investigation dubbed "Operation Golden Eye", 23 individuals, including the operators and owner of Gold Fever Pawn Shop in Middletown, Shaun Reilly, his wife Kisha Reilly, and his mother, Denise Toy, were indicted on multiple charges including racketeering, conspiracy to commit racketeering, and organized retail theft. The State alleged that the Reillys and Toy enlisted shoplifters to steal items from area retailers, storing the stolen merchandise at Toy's home, and selling the stolen merchandise at the pawn shop and online.

In addition to criminal charges against the Reillys and Toy—all of whom pleaded guilty in early 2017 to crimes including Felony theft, Conspiracy, Criminal Solicitation, and weapons charges—DOJ pursued civil penalties under the Delaware Organized Crime and Racketeering Act (also known as the State RICO Act).

The Court's judgment answers that pursuit with monetary penalties of \$6.4 million against Gold Fever, LLC and Gold Fever Finance, LLC; \$350,000 against Shaun Reilly; and \$40,000 against Denise Toy. The judgment further orders forfeiture of assets seized during the criminal investigation preceding the civil action and a lien on the residence connected with the underlying criminal conduct. DAGs Oliver Cleary and Angeline Kogut led the case for the DOJ with support from paralegal Shirley Dupree, former paralegal Lauren Stickels and DOJ Law Clerk Kayla Renshaw.

A separate Superior Court judgment imposes a civil penalty of \$126,000 in connection with a first-of-its-kind racketeering suit. An earlier Superior Court judgment found Da Zhong Wang, formerly of Smyrna, liable for three racketeering violations after the State successfully demonstrated that he had profited from prostitution through a series of brothels he owned and operated in Middletown, Smyrna, Dover, and Rehoboth Beach. The racketeering suit represented the first use of Delaware's civil RICO statute in a human trafficking case. The most recent judgment against Wang include \$40,000 civil penalties for each of his three racketeering violations, in addition to \$6,000 in attorneys' fees. Deputy Attorney General Oliver Cleary, who led the DOJ's initial filing in 2016, secured the ruling with assistance and support from Deputy Attorney General Zoe Plerhoples and paralegal Shirley Dupree.

Reference: <https://news.delaware.gov/2020/05/08/nearly-7-million-in-civil-penalties-secured-against-criminal-enterprises-involving-human-trafficking/>



## Additional News Highlights

*A sincere Thank You to Delaware and regional media outlets for your commitment to ethical and research-based reporting on a topic that is often exploited for sensational interest.*

### **Wilmington University's next human trafficking webinar to focus on online bullying making more vulnerable targets**

August 20, 2020 by DJ McAneny, WDEL

[https://www.wdel.com/news/wilmington-universitys-next-human-trafficking-webinar-to-focus-on-online-bullying-making-more-vulnerable-targets/article\\_99731e1c-e2fd-11ea-8372-773156e99798.html?utm\\_medium=social&utm\\_source=email&utm\\_campaign=user-share](https://www.wdel.com/news/wilmington-universitys-next-human-trafficking-webinar-to-focus-on-online-bullying-making-more-vulnerable-targets/article_99731e1c-e2fd-11ea-8372-773156e99798.html?utm_medium=social&utm_source=email&utm_campaign=user-share)

### **Delaware nonprofit plans to open residential treatment center for human trafficking victims**

August 19, 2020 by Kyleigh Panetta, 47-abc, WMDT

<https://www.wmdt.com/2020/08/delaware-nonprofit-plans-to-open-residential-treatment-center-for-human-trafficking-victims/>

### **Man arrested for promoting prostitution at a 'brothel' south of Georgetown**

July 16, 2020 by Jeff Neiburg, Delaware News Journal

<https://www.delawareonline.com/story/news/crime/2020/07/15/man-arrested-promoting-prostitution-brothel-south-georgetown-ismeal-ayala-delaware-state-police/5444375002/>

### **D.C. start-up Collective Liberty uses technology and data to help police stop human trafficking [in Delaware]**

March 16, 2020 by Michael J. Gaynor, The Washington Post

[https://www.washingtonpost.com/lifestyle/magazine/dc-start-up-collective-liberty-uses-technology-and-data-to-help-police-stop-human-trafficking/2020/03/13/72ccf670-58c4-11ea-9b35-def5a027d470\\_story.html](https://www.washingtonpost.com/lifestyle/magazine/dc-start-up-collective-liberty-uses-technology-and-data-to-help-police-stop-human-trafficking/2020/03/13/72ccf670-58c4-11ea-9b35-def5a027d470_story.html)

### **Delaware Human Trafficking Awareness Month**

January 22, 2020 by Kara Hart, 47-abc, WMDT

<https://www.wmdt.com/2020/01/delaware-human-trafficking-awareness-month/>

Smyrna pair charged with trafficking, prostitution at end of 'years-long' investigation

December 10, 2019 by DJ McAneny, WDEL

[https://www.wdel.com/news/smyrna-pair-charged-with-trafficking-prostitution-at-end-of-years-long-investigation/article\\_d5e9162a-1b8f-11ea-8b19-37d1d29c2ffe.html](https://www.wdel.com/news/smyrna-pair-charged-with-trafficking-prostitution-at-end-of-years-long-investigation/article_d5e9162a-1b8f-11ea-8b19-37d1d29c2ffe.html)

## Fair trade and ethical considerations in the news

### **Lenovo computers were manufactured under a Chinese government program to provide cheap labor from persecuted Uyghurs**

August 21, 2020 by Mara Hvistendahl, Lee Fang, The Intercept

[https://theintercept.com/2020/08/21/school-laptops-lenovo-chromebooks-china-uyghur/?utm\\_medium=email&utm\\_source=The%20Intercept%20Newsletter](https://theintercept.com/2020/08/21/school-laptops-lenovo-chromebooks-china-uyghur/?utm_medium=email&utm_source=The%20Intercept%20Newsletter)





**Authenticity**  
Transparency & Traceability  
Mindful consumption promotion



**Ethical & Fair**  
Cruelty free & vegan  
Worker rights



**Empowering**  
Local community development  
Inclusivity & job creating for  
socially excluded seamstresses



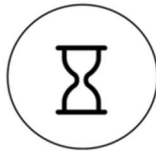
**Artisanal**  
Local craftsmanship  
Handmade



**Organic**  
Natural  
Plastic-free  
Non-toxic



**Circularity**  
Biodegradable  
Recycled & Recyclable  
Reduced waste



**Timeless Design**  
Tailored patterns  
Exclusivity  
Long lasting quality



**Low impact**  
On-demand production  
Dead stock materials  
Reduced carbon footprint

Image credit: AINTFINIT <https://www.aintfinit.es/our-commitments>

### What exactly is fair trade and why should we care?

December 14, 2018 by Amy Shoenthal, Forbes

<https://www.forbes.com/sites/amyschoenberger/2018/12/14/what-exactly-is-fair-trade-and-why-should-we-care/#5468354d7894>

## Appendix J. DelDOT's Commitment to Training to Combat Human Trafficking

Thanks to the tireless efforts of Stephanie Johnson, Assistant Director of Planning, and the team at DelDOT, there are quite a few accomplishments to share on behalf of DelDOT for 2020.

Hello all,

Recently, many transportation leaders throughout the United States, myself included, signed the U.S. Department of Transportation's Leaders Against Human Trafficking Pledge. This initiative calls for transportation leaders to commit to employee education, raising public awareness, and measuring collective data to bring awareness and put an end to human trafficking.

So I'm sure that many of you are thinking, "how does this apply to me?" Well, I'm glad you asked. Human traffickers are utilizing our roadways, rest areas, truck stops, train stations, and the welcome center to illegally commit human trafficking. As part of our commitment, we will be adding mandatory human trafficking awareness training for all DelDOT employees. It will provide training and education on how to recognize and report signs of human trafficking. DelDOT can play a key role in preventing and hopefully, one day, eliminating human trafficking since we have such a large presence on our roadways. From the DART bus drivers driving their routes, to the DMV employees issuing commercial driver's licenses, to the DelDOT work crews on the roads every day, we have the advantage to spot and report these types of behaviors and educate the traveling public on the warning signs of human trafficking.

In the upcoming weeks, Human Resources will be sending out information on the training sessions throughout DelDOT. I know that with us all working together, we can bring awareness, and educate others to end human trafficking in Delaware.

*Jennifer Cohan*

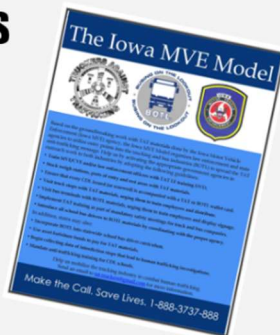
Jennifer Cohan

Secretary

Delaware Department of Transportation

### DELDOT HTA PARTNERS

- Truckers Against Trafficking
- US DOT's TLAHT
- Delaware Human Trafficking Interagency Coordinating Council
- Delaware State Police



"As noted, Secretary Cohan signed the US Department of Transportation Leaders Against Human Trafficking Pledge and has mandated that every DelDOT (including DART) employee receives Human Trafficking Awareness training. The approximate 20 minute training video was a resource provided by the Truckers Against Trafficking (TAT). The video training will be available through the State's Learning Center portal for all DelDOT employees with computer access. For those who do not have access to computers, the training will be offered through

monthly safety meetings or other routine meetings that managers have with their staff. Additionally, the training will be provided to every new employee as part of New Employee Orientation (NEO). We are also working with the (TAT) to see if they have a script or closed caption option for this training.

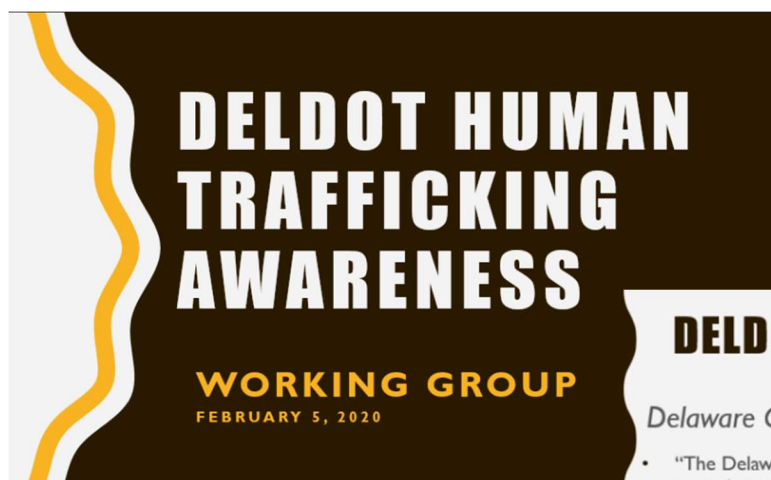
DelDOT has also established a DelDOT Human Trafficking Awareness Working Group to assist in identifying, prioritizing, and implementing human trafficking awareness (HTA) initiatives. The diverse working group consists of representation from all divisions across the Department from all levels of management. The first meeting of this working group was held on February 5<sup>th</sup>. Please find attached the PowerPoint presentation

that was provided during this meeting which introduced everyone to the subject, DeIDOT's responsibilities and commitments, and DeIDOT HTA current initiatives.

As a result of this meeting, the working group identified several initiatives in which DeIDOT plans to pursue.

Additional HTA initiatives DeIDOT has identified for 2020 include:

- Providing HTA materials at the State Fair
- Include HTA ads on buses
- Include HTA messages on variable messages
- Incorporate HTA messages on DeIDOT social media sites
- Partner with DSP to distribute HTA materials at truck stops and rest areas"



## DEIDOT'S ROLE: AWARENESS

*Delaware Code, Title 11, Chapter 5, Subchapter II, §787 (l)*

- "The Delaware Department of Transportation shall display a public-awareness sign ...in every transportation station, rest area, and welcome center in the state which is open to the public." <http://delcode.delaware.gov/title11/title11.pdf>

### US DOT's Transportation Leaders Against Human Trafficking's (TLAHT) Pledge

- Signed by Secretary Cohan on January 28, 2020



## Appendix K. Training Events and Recommendations

### Wilmington University

Due to COVID-19, Wilmington University provided free online training to include Human Trafficking Awareness Webinars as a replacement to their in person symposium. In addition, Wilmington University has officially launched a certificate program - Human Trafficking Awareness: Help Stop the Human Trafficking Epidemic

Through Wilmington University's Dual-Credit Certificate in Human Trafficking Awareness you will learn to recognize and respond to signs associated with human trafficking so you can work to create change, advocate for victims and promote awareness of the human trafficking problem, both globally and in your community.





## Appendix L. Public Awareness Events

### Rise Up!

On July 30th, Zoe Ministries and Operation Underground Railroad helped to bring the anti-trafficking awareness event “Rise Up for Children” to Delaware. The 5k walk was on a day of record breaking heat but that did not stop more than 40 attendees from participating!



### Parent's Online Cyber Safety Workshop



COVID-19 placed parents in uncharted territory with the quarantine restrictions of shelter-in-place and remote school setting. The online activity by our youth increased exponentially. The FBI, Homeland Security, NCMEC, etc. reported a significant increase of activity by online predators as well. Predators establish contact with youth through conversations in chat rooms, instant messaging, e-mail, or discussion boards. Many teens use "peer support" online forums to deal with their problems. Predators, however, often go to these online areas to look for vulnerable victims. In response, Julie Hammersley and Diana Suchodolski began hosting an on-demand, live, cyber safety workshop for Parents to learn about options for monitoring, what to look for, and resources for more information. The workshop was also provided in Spanish.

## ¿POR QUÉ LOS NIÑOS O NIÑAS SON MÁS PROPENSOS A SER VÍCTIMAS?

- Son usuarios nuevos en la actividad online y no está familiarizado con "Netiquette" (Código de Etiqueta en la Red)
- Buscan activamente atención o afecto.
- Por rebeldía
- Están aislados o solitarios
- Por curiosidad
- Están confundidos con respecto a su identidad sexual
- Son fácilmente engañados por los adultos
- Son atraídos por subculturas diferentes a su entorno familiar



Slide 4 – Why are kids good victims?

### Nightlight Project

NIGHTLIGHT PROJECT by Julie Hammersley



"We reached over 250 women throughout the entire state of Delaware in just one night!!!! We brought purses filled with essential items for those who are facing homelessness, living a life of prostitution and human trafficking victims! In those purses were also letters of hope from our sisters letting them know we love them, and they are not alone! THANK YOU TO EVERYONE WHO

PARTICIPATED! Thank you to the women who reached out to donate, Pinnacle Rehab, Connections, Code Purple, Brandywine counseling, DPH, RCA Corp Mission team, Christiana Care nurses, Meet me at the Well, Human Trafficking Court, Meadowood, and so many more. The collaboration tonight has shown not only me but many women throughout the entire state of Delaware that #WECANDOBETTER. NIGHTLIGHT Project is going to continue and move forward, outreaching and creating a change for our women and giving them hope!!! #NIGHTLIGHTPROJECT" Look for future outreach events on NightLight's Facebook page or in HTICC's Quarterly Update.

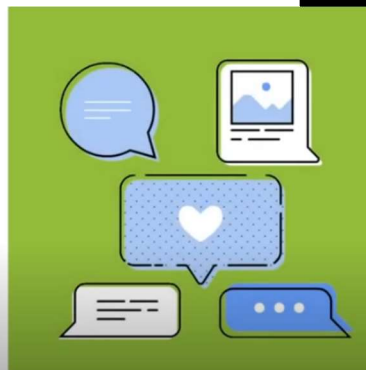


### DSCYF Chats: Mental Health and Trafficking

HTICC Chair Cara Sawyer and Council member Abby Rodgers discuss the “complex and multi-faceted impacts of human trafficking on mental health youth” with Jen Rini of DSCYF.



**DSCYF Chats:**  
**Mental Health**





## Appendix M. Myths vs. Reality

### ***Myth: It's always or usually a violent crime***

- **Reality:** By far the most pervasive myth about human trafficking is that it always - or often - involves kidnapping or otherwise physically forcing someone into a situation. In reality, most human traffickers use psychological means such as tricking, defrauding, manipulating or threatening victims into providing commercial sex or exploitative labor.

### ***Myth: All human trafficking involves commercial sex***

- **Reality:** Human trafficking is the use of force, fraud, or coercion to get another person to provide labor or commercial sex. Worldwide, experts believe there are more situations of labor trafficking than of sex trafficking. However, there is much wider awareness of sex trafficking in the United States than of labor trafficking.

### ***Myth: Only undocumented foreign nationals get trafficked in the United States***

- **Reality:** Polaris has worked on thousands of cases of trafficking involving foreign national survivors who are legally living and/or working in the United States. These include survivors of both sex and labor trafficking.

### ***Myth: Human trafficking only happens in illegal or underground industries***

- **Reality:** Human trafficking cases have been reported and prosecuted in industries including restaurants, cleaning services, construction, factories and more.

### ***Myth: Only women and girls can be victims and survivors of sex trafficking***

- **Reality:** One study estimates that as many as half of sex trafficking victims and survivors are male. [Advocates believe that percentage may be even higher](#) but that male victims are far less likely to be identified. LGBTQ boys and young men are seen as particularly vulnerable to trafficking.

### ***Myth: Human trafficking involves moving, traveling, or transporting a person across state or national borders***

- **Reality:** Human trafficking is often confused with human smuggling, which involves illegal border crossings. In fact, the crime of human trafficking does not require any movement whatsoever. Survivors can be recruited and trafficked in their own hometowns, even their own homes.

### ***Myth: All commercial sex is human trafficking***

- **Reality:** All commercial sex involving a minor is legally considered human trafficking. Commercial sex involving an adult is human trafficking if the person providing commercial sex is doing so against his or her will as a result of force, fraud, or coercion.

Reference: The National Human Trafficking Hotline <https://humantraffickinghotline.org/what-human-trafficking/myths-misconceptions>

***Myth: If the trafficked person consented to be in their initial situation, then it cannot be human trafficking or against their will because they “knew better”***

- **Reality:** Initial consent to commercial sex or a labor setting prior to acts of force, fraud, or coercion (or if the victim is a minor in a sex trafficking situation) is not relevant to the crime, nor is payment.

***Myth: People being trafficked are physically unable to leave their situations/locked in/held against their will***

- **Reality:** That is sometimes the case. More often, however, people in trafficking situations stay for reasons that are more complicated. Some lack the basic necessities to physically get out - such as transportation or a safe place to live. Some are afraid for their safety. Some have been so effectively manipulated that they do not identify at that point as being under the control of another person.

***Myth: Labor trafficking is only or primarily a problem in developing countries***

- **Reality:** Labor trafficking occurs in the United States and in other developed countries but is reported at lower rates than sex trafficking.

***Myth: Traffickers target victims they don’t know***

- **Reality:** Many survivors have been trafficked by romantic partners, including spouses, and by family members, including parents.

*Reference: The National Human Trafficking Hotline <https://humantraffickinghotline.org/what-human-trafficking/myths-misconceptions>*

*For further reading or to reference additional credible sources:*

“Trafficking truths”, Rebecca Bender, free e-book  
[www.rebeccabender.org](http://www.rebeccabender.org)

Myth and Facts About Trafficking, Office on Trafficking In Persons (ACF/HHS)  
<https://www.acf.hhs.gov/otip/about/myths-facts-human-trafficking>

Myths, Facts, and Statistics, Polaris  
<https://polarisproject.org/myths-facts-and-statistics/>

WHEN YOUR  
WORKDAY

**NEVER ENDS**

IS THIS YOU?

18 hour days? Forced to work  
for little or no pay and are not  
allowed to leave? You may be a  
victim of labor trafficking.

TO REPORT SUSPECTED HUMAN  
TRAFFICKING, CALL THE NATIONAL ANTI-  
HUMAN TRAFFICKING INFORMATION  
LINE

NATIONAL  
HUMAN  
TRAFFICKING  
HOTLINE

1-888-373-7888

**National Human Trafficking Hotline**

1-888-373-7888. We'll Listen. We'll Help. If you or someone you know is a victim of human trafficking, call now.

 National Human Trafficking Hotline



CUANDO TU  
DÍA DE TRABAJO

**NUNCA TERMINA**

¿ESTO ERES TÚ?

Si te obligan a trabajar por poco  
o ningún pago y no te permite  
salir a tu voluntad, puedes ser  
víctima de la trata de personas.

PARA REPORTAR LA SOSPECHA DE LA  
TRATA DE PERSONAS, LLAME A LA LÍNEA  
PARA INFORMANTES NACIONAL CONTRA  
LA TRATA DE PERSONAS

NATIONAL  
HUMAN  
TRAFFICKING  
HOTLINE  
1-888-373-7888

**National Human Trafficking Hotline**

1-888-373-7888. We'll Listen. We'll Help. If you or someone you know is a victim of human trafficking, call now.

 National Human Trafficking Hotline



## **Appendix O. Proposed Resolution: Setting High-Quality Standards in Residential Care for Child Sex Trafficking Victims and Children At-Risk of Being Trafficked Reform Resolution**

**SPONSOR: Kimberly Murphy**

### **Introduction**

The Victims of Trafficking and Violence Protection Act of 2000 (TVPA, PL 106-386) defines human sex trafficking as “a commercial sex act induced by force, fraud, or coercion.” While the TVPA defines sex trafficking, it also further clarifies that child sex trafficking does not require force, fraud or coercion and occurs when a person who is under the age of 18 years of age is induced to perform such a sexual act. A child is considered a victim of sex trafficking regardless of whether or not he or she was forced or voluntarily agrees to participate in a commercial sex act, since minors cannot legally consent to a commercial sex act (Titchen, 2014).

Vulnerable children are targeted by adults and then manipulated, betrayed, and deluded into performing commercial sex acts. In addition, some child victims who are not having their basic needs met, (e.g., food, housing and physical safety) need to perform commercial sexual acts, also known as survival sex, to have them met (Flowers, 2010). Child sex trafficking can be perpetrated by family members and non-family members (Sprang & Cole, 2018). In data reported to the National Human Trafficking Resource Center between 2007 and 2012, 15.6% of 314 cases involved children that were trafficked by a parent or other legal guardian (Polaris Project, 2013). Familial sex trafficking of minors could involve the intergenerational spread of prostitution, or it could involve a family member selling sexual access to a child in exchange for money, drugs, or something else of value (Raphael et al. 2010).

#### **Statement of the Problem:**

While trafficking awareness and education has increased across the nation in recent years, prevention of domestic child sex trafficking is not a well-researched topic (ACYF Guidance, 2013). According to the National Trafficking Sheltered Alliance (2020) “very little peer reviewed research exists within the literature regarding best practices for therapeutically engaging both adult and minor survivors of sex trafficking”. Due to the emerging nature of this issue, state child welfare agencies are still working to develop the capacity to assess and treat child victims of sex trafficking. They have only been charged with serving child victims of sex trafficking since the passage of the Justice for Victims of Trafficking Act (JVTA) of 2015.

The JVTA established federal requirements for state child welfare agencies, receiving federal funds for child abuse prevention and treatment, to protect children from trafficking (Child Welfare Information Gateway, 2017). One key requirement was to consider any child who had been a victim of sex trafficking or severe form of trafficking as a victim of child abuse and neglect and sexual abuse, thus requiring the child welfare agency to provide services to them (Child Welfare Information Gateway, 2017). This requirement at the federal level made it necessary for many states to seek legislative changes to their legal definitions of abuse and neglect in order to be in compliance with the federal law. These legislative changes tasked agencies with developing policies, procedures, and trainings in order to have the organizational capacity to serve child victims.

Child welfare staff needed to be trained on what child sex trafficking is, the unique needs of victims and how to work with child victims of sex trafficking. This has included training for state child abuse hotline staff receiving calls about trafficking victims to accept referrals of child sex trafficking cases as possible child sexual abuse cases. It included training for frontline caseworkers to

assess children for trafficking victimization and how to work collaboratively with other state agencies that need to be involved in the case, such as law enforcement. Additionally, agencies then needed to build indicators into their child welfare data systems so that their systems were capable of collecting information about child trafficking victimization. State child welfare agencies have done all of this with no additional federal funding to support these system capacity building efforts. Federal funding for these efforts came from already existing program allocations, which were not increased when these additional federal requirements were added. The child welfare field often refers to such federal requirements as “unfunded mandates”.

During the same time frame that state child welfare agencies were building organizational capacity to serve child victims of trafficking, prevention efforts became a priority because of the passage of the Family First Prevention and Services Act (FFPSA). FFPSA provided an opportunity for states to fund efforts related to building capacity within their systems to serve child victims of trafficking and those children at-risk (Administration for Children and Families, 2019). The FFPSA, as part of Division E in the Bipartisan Budget Act of 2018 (H.R. 1892), was signed into law by President Trump on February 9, 2018 and “offered a new vision for child welfare systems in the United States” (Administration for Children and Families, 2019). The FFPSA presented a “call to action” to the child welfare field to undertake system reform to develop and implement prevention strategies to strengthen families, prevent child maltreatment, and the unnecessary removal of children from their homes (Administration for Children and Families, 2019).

There are several provisions within the FFPSA that allow state child welfare agencies to access federal funding under title IV-E of the Social Security Act. For example, state child welfare agencies can receive IV-E reimbursement for “children who are placed with a parent in a licensed residential family-based substance abuse treatment facility”, regardless of income eligibility (Administration for Children and Families, 2018). There are provisions within the FFPSA that allow federal funds to now be used towards evidenced-based prevention and early intervention services (Administration for Children and Families, 2018). This particular provision shifts how federal funds have typically been used. Historically, federal funds have been provided to state child welfare agencies on a reimbursement basis dependent upon a number of factors, including but not limited to, eligibility of the child, placement facility or home eligibility and services. These reimbursements were limited to administrative and foster care maintenance costs as defined by the Social Security Act. State child welfare agencies pay to provide foster care placements through eligible foster family homes or residential care providers once a child comes into the care and custody of that state agency. The new vision for child welfare allows state child welfare agencies to use federal funds for prevention of foster care by allowing reimbursements for certain qualifying services that strengthen families to prevent the child from coming into foster care (Administration for Children and Families, 2019).

Finally, because the intent of the law is to strengthen families and prevent the unnecessary removal of children from their homes for placement in foster care, there are also FFPSA provisions that put limitations on the use of federal funds for congregate care, also known as group homes or residential care. Exceptions are allowed for continued funding for certain categories of residential care placements. The categories of placements are qualified residential treatment programs for children and youth with special treatment needs, settings for children and youth with special circumstances such as pregnant and parenting teens, older youth in supervised independent living settings, or programs serving children who have been or are at-risk of becoming victims of sex trafficking (Administration for Children and Families, 2018).

If a state chooses to build the organizational capacity of the residential care providers that they contract with to serve the category of placement of populations with special treatment needs, such as



child victims of trafficking and children at-risk of being trafficked, then they have to meet a standard of providing high-quality residential care and supportive services (Administration for Children and Families, 2018). Guidance defining high-quality residential care and supportive services has not been defined in the FFPSA or by the federal government in follow up guidance. State child welfare agencies and other jurisdictions with title IV-E responsibility currently have the discretion to define high-quality residential care and supportive services. This provides them with an opportunity to develop programs that focus on preventing the risk factors that lead to child sex trafficking victimization. However, the lack of a standard definition of high quality residential care and supportive services could lead to a broad range of definitions. The intent of the FFPSA was to prevent child maltreatment, which includes child sex trafficking, by providing high quality prevention services to these high-risk populations. One unintentional consequence of having a broad range of definitions is that some definitions could be intentionally created broad in order for the residential facility to remain eligible for federal funding. This does not meet the intent of the FFPSA and could actually increase risk to children that are already vulnerable because of adverse childhood experiences.

When a state child welfare agency chooses whether or not to partner with residential care providers through a contract to serve children and youth who are in the category of children and youth with special treatment needs, who fall into the sub-category of children who have been or are at-risk of becoming victims of sex trafficking, they must thoughtfully add placements and services. Placements not made carefully could inadvertently increase the risk for children and youth who are already at-risk of becoming victims of sex trafficking or being re-victimized, given their vulnerability. Experiencing foster care is an adverse childhood experience and a risk factor for child sex trafficking making the foster care population eligible for placement and services in this at-risk sub-category (Sprang & Cole, 2018). The intent of the FFPSA is to shift child welfare agencies to using foster family homes because the U.S. Department of Health and Human Services has identified them as an the optimal placement for children and youth in foster care. The reality is that there are often not enough foster homes for every child and youth that needs one, nor can foster family homes always handle the complex needs of some children who need placement. The provision in FFPSA to allow residential care facilities to be funded as long as their placements and services to this category of children and/or youth are high-quality is an opportunity to provide prevention services to all vulnerable youth experiencing foster care and set standards defining high-quality placements and services which can prevent sex trafficking of children in foster care.

**The Resolution/Proposed Solution:** Implement recommendations resulting from findings of the 2020 qualitative study conducted by Kimberly H. Murphy, DSocSci (candidate) at Wilmington University. The study investigated how professionals in the field of human trafficking define high-quality residential care and supportive services. To participate in the study, professionals had to meet criteria of having 3 years of working experience in the field of child sex trafficking and have experience with either placing a child in residential care or working with children placed in residential care. Thirteen professionals were interviewed and the following findings resulted from the analysis of their interviews.

**Preliminary Findings (Data Analysis will be completed and written study with findings will be available in early December 2020)**

**Themes:**

- **Trafficking Informed Care-** Residential care providers and other professionals working with survivors should understand child sex trafficking, what it is, and how children who have been trafficked are triggered.



- Continue educating the broader community that are providing supportive services to trafficking victims on the complexities of the trauma they experience (law enforcement, schools, community at-large, medical communities, etc). Ensure staff at residential facilities and others providing direct services also understand the trauma and don't have conflicting values.
  - Educating youth - identify high risk youth if education cannot be provided to all. Provide youth with verbiage for what trafficking is.
  - Programs/Services/Curriculums recommended by professionals - Love 146, I Am Little Red (short film and curriculum), Shared Hope International's Chosen, Very Young Girls (movie used by trafficking programs), My Life Story, Sanctuary Model
- **Trauma Informed Care** – Programs and staff child victims of trafficking and children at-risk for trafficking should be trauma –informed. Trauma impacts the brain and a child's cognitive, social, emotional and behavioral development.
  - Fun therapy/services – pottery, art therapy, music therapy, equine therapy.
  - Evidence-based programming
  - Intensive and individualized case management/wraparound services.
  - Assist survivor in connecting with a loving, trusted supportive person to turn to/parental or other adult involvement/mentor.
- **Ensuring Quality Staffing-** Appropriate screening of staff must be conducted to ensure only high quality, compassion, nice, caring, passionate, flexible, self-aware staff are working with trafficking victims. Staff must be provided with training and be able to set and maintain appropriate boundaries.
  - Not unnecessarily restrictive by treating them like prisoners.
  - Explaining rules and policies and providing choices. Not replicating the trauma they just experienced by being controlled.
  - Staff need to meet children where they are and understand their challenging behaviors and developmental needs. Not react from ego.
  - It is helpful to have someone with lived experience-a survivor on staff, when possible.

#### **Specific standards for defining quality:**

- Child victims of sex trafficking should not be isolated by separating them into separate residential placements from children who are at-risk but have not been victimized by trafficking. There are considerations that need to be attended to in order to lower the risk of recruitment of the at-risk population. However professionals overwhelmingly agree that excluding children that have already been victimized by traffickers from certain residential placements is not the answer as it stigmatizes them.
- Location of the facility matters! Urban areas provide a high risk of repeat trafficking victimization because of access to public transportation and visibility of the program in the community, making it a target for recruitment by traffickers. Professionals are also clear that children do better in recovery when they are removed and placed in a residential facility in an area away from where their trafficking occurred.
- Trauma services may need to differ for children that have been trafficked by a family member.

#### **Resources:**

1. Finding a Path to Recovery: Residential Facilities for Minor Victims of Domestic Sex Trafficking. Residential Facilities  
<https://aspe.hhs.gov/report/finding-path-recovery-residential-facilities-minor-victims-domestic-sex-trafficking/residential-facilities>

## References:

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## REGION 3 FEDERAL INTERAGENCY ANTI-TRAFFICKING TASK FORCE

### HOTLINE

To report a case of human trafficking, please call the National Human Trafficking Hotline:

**1-888-373-7888** or

Text **233733**. If there is an emergency involving a trafficking person, please call **911**.

### CONTACT US

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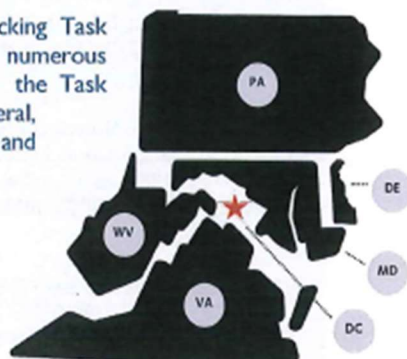
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### ABOUT US

The Region 3 Federal Interagency Anti-Trafficking Task Force is a collaborative group comprised of numerous federal government agencies. The mission of the Task Force is to facilitate collaboration across federal, state, and local agencies to raise awareness and build capacity to combat human trafficking across Region 3 (DC, DE, MD, PA, VA, WV). The Task Force shares regional level information with the U.S. Department of Health & Human Services' (HHS) Administration for Children and Families' (ACF) Office of Trafficking in Persons (OTIP).



	DE	DC	MD	PA	VA	WV
# of trafficking calls made	50	232	444	562	502	57
# of reported cases	21	61	115	199	156	16

Source: National Human Trafficking Hotline. Data is from 2017; statistics are current as of 12/31/2017

### TASK FORCE AGENCIES

Department of Health & Human Services (HHS)

- Administration for Children and Families (ACF)
- Centers for Disease Control and Prevention (CDC)
- Health Resources and Services Administration (HRSA)
- Office of the Assistant Secretary for Health (OASH)
- Office of the Regional Director (ORD)

Department of Homeland Security (DHS)

Department of Justice (DOJ)

- Federal Bureau of Investigation (FBI)

Equal Employment Opportunity Commission (EEOC)

### WHAT WE DO



Human trafficking is an affront to human dignity and a form of modern slavery. Traffickers use force, fraud, or coercion to control victims for the purpose of engaging in commercial sex acts or labor services against his/her will. Traffickers use violence, threats, blackmail, false promises, deception, manipulation, and debt bondage to trap vulnerable individuals in horrific situations.